



FY 1998 OJJDP Discretionary Program Announcement

*Combating Underage
Drinking Program*

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention
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Washington, DC 20531

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The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

Combating Underage Drinking Program



Combating Underage Drinking Comprehensive Program Discretionary Grants

Application Deadline: July 13, 1998

Evaluation of the Combating Underage Drinking Program

Application Deadline: July 13, 1998

Shay Bilchik, Administrator

Office of Juvenile Justice and Delinquency Prevention

Introduction

Because of the wide range of funding opportunities in FY 1998 and their various requirements and deadlines, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) is initiating a new process. Separate announcements are being published for each program under which funding is available. The program announcements address the program's nature and purpose, specify eligibility requirements and selection criteria, and identify deadlines and contact information. **The program announcements do not include application materials.** Application instructions, forms (including the SF-424), and review guidelines for all OJJDP funding opportunities are provided in the *FY 1998 OJJDP Application Kit* (SL-254). To apply for funding under the solicitations presented in this program announcement, you must obtain a copy of the *Application Kit*.

Copies of the *Application Kit* and the reference materials cited in the program announcements can be obtained from OJJDP's Juvenile Justice Clearinghouse or downloaded from the agency's Web site. You can contact the Clearinghouse in any of the following ways:

- Phone:** 800-638-8736 (Monday through Friday, 8:30 a.m.–7 p.m. ET)
- Fax:** 301-519-5212
- Fax-on-Demand:** 800-638-8736 (select option 1, select option 2, and listen for instructions). Because of the number of pages, the *Application Kit* is available in three components (#9038, Instructions and Forms, 36 pages; #9039, Peer Review Guideline, 9 pages; and #9040, State Contacts, 12 pages). Copies are sent to your attention via fax immediately upon request. There may be a short delay, depending on the volume of requests.
- E-Mail:** puborder@ncjrs.org (publications, including the *Application Kit*)
askncjrs@ncjrs.org (assistance)

Copies requested by phone, regular fax, or e-mail will be sent by first-class mail. Delivery will take approximately 3–5 days. The *Application Kit* can also be downloaded in either HTML or PDF from OJJDP's Web site, Grants and Funding section:

- Internet:** www.ncjrs.org/ojjhome.htm

To receive timely notification of future OJJDP funding opportunities, newly released publications, and other information on juvenile justice and delinquency, subscribe to OJJDP's electronic mailing list, JUVJUST: Send e-mail to listproc@ncjrs.org. Leave the subject line blank. Type *subscribe juvjust your name* in the body of the message.

Combating Underage Drinking Comprehensive Program Discretionary Grants

Purpose

To reduce the availability of alcoholic beverages to minors and the consumption of alcoholic beverages by minors.

Background

On July 17, 1984, the National Minimum Drinking Age Act (Public Law 98–363) was signed into law, giving the States strong encouragement to set a minimum purchase and public possession age of 21 by withholding Federal-aid highway construction funds from States not in compliance. By 1988, all States and the District of Columbia had complied. The primary reason for enacting this Federal legislation was the strong evidence that minimum drinking age laws reduce highway crash fatalities involving drivers in the affected age group. Another reason for Federal action to encourage a uniform drinking age was to eliminate “blood borders.” This term refers to borders between States with different drinking ages. Young people would travel to different States to take advantage of lower drinking ages, causing an increase in crash fatalities in the border areas.

The effect of raising or lowering drinking ages has been studied extensively over the years. In March 1987, the Government Accounting Office (GAO) reviewed 49 evaluations of raising or lowering the drinking age. The GAO report *Drinking-Age Laws, An Evaluation Synthesis of Their Impact on Highway Safety* concluded “raising the drinking age has a direct effect on reducing alcohol-related traffic accidents among youths affected by the laws, on average, across the states.” The report also states that “the available evidence suggests that raising the drinking age also results in a decline in alcohol consumption.” The National Highway Traffic Safety Administration (NHTSA) estimates that minimum drinking age laws have saved more than 16,500 lives since 1975, and approximately 840 lives in 1996 alone, in motor vehicle crashes involving drivers in the affected age group.

In addition to motor vehicle fatalities, the use of alcohol by minors (persons under age 21) has been shown to play a part in teen arrests, rapes, murders, thefts, and suicides. Juvenile courts across the country consistently report that well over 50 percent of the cases they deal with involve alcohol consumption as a contributing factor. Alcohol consumption also plays a part in academic failure, both in high school and college, and it plays a significant role in health and dependency issues for young people. According to a report released in January 1998 by the National Institutes of Health, young people who began drinking before age 15 are four times more likely to develop alcohol addiction than those who began drinking at age 21. Clearly, delaying the age of onset of alcohol use improves the chances that young people will be safe, healthy, and law abiding.

However, underage use of alcohol is widespread, heavy, and increasing. While the Office of Juvenile Justice and Delinquency Prevention (OJJDP) reports declines in juvenile arrests for drunkenness and other liquor offenses from 1987 to 1996, the National Institute on Drug Abuse reports that almost one-third (31.3 percent) of high school seniors binge drink (five or more drinks in a row in the previous 2 weeks) and the numbers have been increasing since 1993. With the youth population predicted to grow at a steady rate well into the next century, the prospect of more youth and more youth drinking has serious implications for the health care, criminal justice, and education systems. The cost to taxpayers will run into the billions of dollars if underage drinking is allowed to increase unchecked.

Much has been done by State governments; tribal governments; enforcement agencies; national, State, and local organizations; communities; and schools to curb underage drinking. OJJDP has funded numerous programs to address enforcement and youth leadership issues pertaining to underage drinking. In partnership with NHTSA, comprehensive community approaches were developed with the Pacific Institute for Research and Evaluation (PIRE) and the Police Executive Research Forum (PERF). TeamSpirit was developed and implemented in numerous communities to foster youth leadership. Teen Courts have also been promoted in part to involve youth in resolving alcohol-related offenses in the community.

Many organizations have raised awareness about underage drinking and initiated programs to address it. Organizations like Students Against Destructive Decisions (SADD) and Mothers Against Drunk Driving (MADD) have encouraged student leadership in promoting a peer-to-peer approach in preventing underage use. Schools across the country have incorporated no-drinking messages throughout their curriculums and in extracurricular activities. Law enforcement agencies have targeted both buyers and sellers. “Cops in Shops” programs have used undercover police posing as clerks to apprehend underage buyers. “Sting” operations, using underage decoys, have targeted retail establishments that sell alcoholic beverages to minors. “Party Patrols,” often multijurisdictional, have been used to address the problems associated with large numbers of underage drinkers. Some State and local governments have enacted “keg registration” laws to identify the purchasers of beer kegs confiscated at underage drinking parties.

Often all of the above activities occur in one jurisdiction, in a comprehensive approach to underage drinking prevention. A comprehensive approach is an effective method of generating community support, raising awareness, and increasing enforcement—all mutually supportive. To encourage a broad spectrum approach, Congress approved language in the Fiscal Year 1992 Transportation Appropriations Act directing NHTSA to fund a comprehensive effort in the Washington, DC, metropolitan area designed to reduce the number of underage youth purchasing and consuming alcohol illegally. The subsequent “Youth and Alcohol” program resulted in many positive changes for the District of Columbia, northern Virginia, and suburban Maryland, including the development of a task force and strategic plan, strengthened alcohol policies and laws, increased awareness and media coverage of the issue, and increased citations for liquor law violations for both underage youth and alcohol retail establishments. The successful effort in the Washington, DC, area is now being replicated in five sites (Austin, TX; Chesterfield County, VA; Detroit, MI; Omaha, NE; and Salt Lake City, UT).

Congress has now called upon OJJDP to address the growing problem of underage drinking. Through the Appropriations Act of 1998 for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for fiscal year 1998, funds were appropriated to support and enhance efforts by States, in cooperation with local jurisdictions, to prohibit the sale of alcoholic beverages to—or the consumption of alcoholic beverages by—minors (persons under age 21). Under the Combating Underage Drinking Program, activities funded may include:

1. Statewide task forces of State and local law enforcement and prosecutorial agencies to target establishments suspected of a pattern of violations of State laws governing the sale and consumption of alcohol by minors.
2. Public advertising programs to educate establishments about statutory prohibitions and sanctions.
3. Innovative programs to prevent and combat underage drinking.

Grants of \$360,000 have been made available to States and the District of Columbia to build these types of approaches into a State strategy. In addition, \$5 million is available for discretionary awards and \$1,640,000 is available for training and technical assistance to support the program. This program announcement concerns a major portion of the discretionary awards, which will be devoted to encouraging comprehensive community programs within States, the District of Columbia, and the territories that have a special emphasis on law enforcement related strategies. This solicitation for applications is divided into two categories. Category I applies to the States and the District of Columbia. Category II applies to the territories.

Category I: State Incentive Grants

Goal

To reduce underage drinking by expanding the number of communities taking a comprehensive approach to the problem, with a special emphasis on increasing law enforcement activity with regard to the sale of alcohol to minors.

Objectives

Establish or enhance comprehensive community programs that deal with underage drinking, with a special emphasis on increasing law enforcement activity with regard to sale of alcohol to minors.

Encourage youth leadership and participation in planning and program activities at the State and local levels.

Develop and implement strategies that coordinate State-level planning and program activity (OJJDP block grant funds of \$360,000) with community program activities developed under this effort.

Develop and implement a data collection strategy, in collaboration with the OJJDP-funded evaluation, to determine effectiveness of the efforts of both State and local jurisdictions to combat underage drinking. Minimum baseline data are required for this solicitation (see “Project Design”).

Initiate training and technical assistance in States and communities on effective approaches to combating underage drinking at the State and local levels.

Program Strategy

In support of the Combating Underage Drinking Program, OJJDP will provide discretionary awards to States or the District of Columbia based on a competitive peer review process.

Successful State applicants will be expected to select and award two to eight subgrants to diverse jurisdictions within the State and coordinate their comprehensive community program activity with State-level activity supported by OJJDP block grant funds (\$360,000) awarded to the State (or the District of Columbia). States will be competitively selected for grant awards in amounts up to \$400,000 each. Each successful applicant may subgrant their award in varying amounts depending on the size of the community selected and the scope of the program.

If successful, the District of Columbia is eligible for up to \$100,000 to further plan and enhance the comprehensive program initiated by its \$360,000 block grant.

Capacity To Support Community Programs

All applicants will be required to develop a statewide plan to encourage, support, and oversee implementation of local comprehensive community programs selected by the applicant. This plan will be developed by a State coalition (formed with the block grant funds of \$360,000) made up of State agencies, organizations, and community coalitions from the selected sites. The plan will include strategies to enhance State laws, change public attitudes, and increase underage drinking

enforcement, with a particular emphasis on illegal sale of alcohol to minors, throughout the State. It is expected that applicants will describe the variety of resources that can support local community efforts and a plan for delivering those resources. Such resources should include data collection and information sharing at a minimum.

OJJDP will provide training and technical assistance to the designated State agency to facilitate the implementation of the statewide initiative. Training also will be available to the District of Columbia, if selected, and local recipients of State subgrants. The training and technical assistance will be conducted in two phases. Phase I, Startup, will provide training to States and the District of Columbia on a regional basis to facilitate initial planning for activities supported by their \$360,000 block grants, followed up with the availability of online technical assistance. The Phase I training will specifically focus on providing assistance with the needs assessment process, establishing broad-based coalitions to support State-level planning implementation, and providing an inventory of workable program approaches and interventions with underage drinking that have proven to be successful, with a special emphasis on law enforcement strategies.

Phase II will continue to support planning and coalition building but will focus primarily upon implementation of interventions at the State and local levels. Requests should be directed to the Training and Technical Assistance Division in OJJDP (see the “Contact” section at the end of this solicitation). Successful State applicants will be expected to take advantage of this OJJDP Phase II training and technical assistance so it may be utilized in delivering training to local communities.

Initiating Community Programs

Local comprehensive programs supported by funds provided to them by the State from these discretionary funds will include community task forces; current needs assessments and strategic plans; a special emphasis on increased law enforcement efforts; review and improvement of policies, regulations, and laws; prevention and awareness efforts; and documentation of accomplishments and the process by which they were achieved.

The successful State applicant will provide descriptions of two to eight communities selected for subgrant awards, including a description of the capacity of the community to ensure a comprehensive approach. The description of selection criteria must include diversity of location and size (rural, suburban, urban) and may include other diversity components (e.g., Native-American tribes or college communities), where applicable. Baseline data for each community selected must be provided (see “Selection Criteria”). The purpose of the awards is to ensure the following in each of the sites:

A **coordinator** who will, at minimum, be responsible for developing and maintaining a broad-based task force that will complete a needs assessment and strategic plan; working with the State task force (where applicable) to acquire information along with training and technical assistance support for the local effort; and collecting local data to document program accomplishments.

Increased enforcement, based on community needs assessment, that will result in increased citations for licensed liquor establishment violations of sales to minors; increased youth citation rates demonstrating enforcement activity directed at the underage purchaser; added training and technical assistance for law enforcement; and new collaboration efforts with community members that raise public awareness and increase effectiveness of enforcement efforts.

Development of youth leadership and involvement that will result in their direct participation in community task force work, implementation of specific activities that will increase effectiveness of the local program, and development of new partnerships between youth and organizations, such as enforcement agencies, for the purpose of information sharing and implementation of appropriate joint projects.

The **meeting of community needs** by developing and implementing a strategic plan that includes a needs assessment and the effective approaches that will meet those needs and result in decreased access to alcohol by minors.

OJJDP will require the State grantee to ensure implementation of planned comprehensive local programs based on community needs. The State grantee and the communities will develop and complete evaluation strategies that will document, primarily, changes in the way the State and communities deal with the underage drinking issue (e.g., changes in policies, regulations, procedures, funding, or organizational structures) and the level of enforcement activities.

The grantee will also develop a plan to sustain this effort at the State level and in the communities. This plan should be an initial task to ensure that self-sufficiency is built in at the ground level and developed at every step during the project. The grantee will describe how the State task force will plan to replicate successful community efforts in other jurisdictions. These program and evaluation strategy requirements are also required of the District of Columbia, if selected for award.

Products

Products will include but are not limited to:

Training and technical assistance plans for selected jurisdictions.

State/District of Columbia and community strategic plans.

A final report that includes the evaluation plan utilized and results of the 2-year effort, a self-sufficiency plan, and a replication plan.

Eligibility Requirements

Only the State/District of Columbia agencies designated to administer the initial \$360,000 block grant of the Combating Underage Drinking Program may apply. Applicants must include letters from key leaders of the selected communities that evidence their knowledge of the program and commitment to be an active participant in its development and implementation.

Selection Criteria

Applicants will be evaluated and rated by a peer review panel according to the criteria outlined below.

Problem(s) To Be Addressed (20 points)

Description of current underage drinking laws and relevant statutes, their degree of effectiveness, and identification of existing problems at the State/District of Columbia and local levels, including:

- (a) Extent of underage use of alcoholic beverages.
- (b) Extent of illegal sale or provision of alcoholic beverages to minors and associated penalties.
- (c) Extent of criminal or health-related consequences of underage drinking, including motor vehicle crashes.
- (d) Weaknesses in the laws, regulations, or policies.
- (e) Lack of awareness or enforcement of the laws.
- (f) Barriers to more effective enforcement.

The applicant must provide 1996 baseline data, pertaining to youth under the age of 21, from each of the selected communities, including at a minimum:

- (a) The number of licensed retail establishments, by type, that sell alcoholic beverages (i.e., bars/private clubs, package stores, grocery stores, convenience stores, other).
- (b) The number of licensed establishments cited for sales to youth, by type.
- (c) The number of underage youth cited for possession or consumption of alcoholic beverages.
- (d) The number of youth cited for possession or use of false identification.
- (e) The number of youth arrested for drinking and driving, including zero-tolerance violations.
- (f) The number of youth that died in alcohol-related motor vehicle crashes.

If a selected community has checked retail establishments for compliance, provide the number of establishments checked, dates, and percentage found not in compliance. States receiving funding will be expected to update all of the above information on a yearly basis.

Goals and Objectives (15 points)

The application must establish goals and objectives for this program that are clearly defined, measurable, and attainable. These goals should directly relate to OJJDP's goals and objectives as stated above.

Project Design (30 points)

State Applicants

The applicant must identify which communities have been selected to implement a comprehensive approach to reduce underage drinking and provide the criteria by which they were selected, including how diversity of sites was achieved (e.g., Native-American, urban-rural, socioeconomic, geographic, college community, etc.). The applicant must indicate the steps that will be taken to accomplish the goals of the project and clearly describe how they will lead to the project goals. The following must be included in the project design:

- (a) Description of subgrant program, including funding available to each site and eligible activities for grant funds (within OJJDP guidelines), local support expected by State (e.g., matching funds, contributed staff, or other resources), and estimate of when local activities will commence.
- (b) Description of minimum elements and activities each site will be required to have, such as a paid coordinator, multiagency/nonprofit organizational task force (new or existing), strategic plan, justice system involvement, enforcement activities, youth involvement, server training, and prevention/awareness activities.
- (c) Description of data-gathering requirements for communities, including tracking of baseline statistics provided in this application, other enforcement levels, environmental status (policies, procedures, regulations, etc.), and measures of awareness level.
- (d) Description of how youth will be incorporated into decisionmaking and implementation activities.
- (e) Description of how innovation will be defined and encouraged.

District of Columbia Applicant

The applicant must indicate clearly the steps that will be taken to accomplish the goals of the project and clearly describe how the steps will lead to the project goals. The following must be included in the project design:

- (a) Description of minimum elements and activities that will be initiated at the neighborhood level such as justice system involvement, enforcement activities, youth involvement, server training, and prevention/awareness activities.
- (b) Description of data-gathering requirements, including tracking of baseline statistics provided in this application, other enforcement levels, environmental status (policies, procedures, regulations, etc.), and measures of awareness level.

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- (c) Description of how youth will be incorporated into decisionmaking and implementation activities.
 - (d) Description of how innovation will be defined and encouraged.

Applicants should describe how training of State, District of Columbia, and local personnel will be accomplished in conjunction with OJJDP-developed training. (See the “Budget” section of the Selection Criteria for discussion of fiscal requirements.)

Applicants must include a description of how the program will be evaluated at the State, District of Columbia, and local levels; how they will address self-sufficiency at the State, District of Columbia, and local levels; and how the State will plan to replicate successful community efforts.

Applicants must include a timeline with the application. This time/task plan should indicate what, when, and by whom actions will be taken and products delivered to OJJDP (see section titled “Products”). Timely completion of community needs assessments and strategic plans will be critical in demonstrating results within the grant period. OJJDP regulations require a narrative progress report at least every 6 months (due in January and July). The January report must include updated baseline data items as delineated above. The timeline should include these reports as deliverables. Also, the applicant should include sufficient time for final products to be reviewed and revised.

Management and Organizational Capability (25 points)

Applicants must describe how the agency is structured and who will carry out the project design and how. Specifically, the application must indicate all principal individuals and their positions in the project management design, their time commitment, major tasks, and milestones.

Applicants must describe what State and local initiatives are under way or have recently been attempted to address underage drinking, including task force building and accomplishments. Applicants must also explain how the State or the District of Columbia will use the initial \$360,000 made available under this program to engage a task force with relevant State or District of Columbia agencies, organizations (private and nonprofit), and community coalition representation; develop a strategic plan that emphasizes statewide enforcement of alcohol beverage control laws; designate a State coordinator; involve youth; or initiate other activities to improve the State infrastructure for addressing underage consumption of alcoholic beverages. Applicants should describe how these efforts will link to and be coordinated with the locally focused discretionary program.

Budget (10 points)

Applicants must provide a proposed budget that is complete, detailed, reasonable, allowable, and cost effective in relation to the activities to be undertaken. Up to *3 percent* of discretionary award funds may be utilized for planning and administration costs. Since the majority of discretionary funds are to be subgranted to the local level, the budget must reflect how State administration,

training, and travel costs will be augmented by funds from the \$360,000 block grant and/or other sources. In addition, subgrant budgets must include enforcement activities.

Category II: The Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands

Goal

To reduce underage drinking by expanding the number of territories taking a comprehensive approach to the problem, with a special emphasis on increasing law enforcement activity with regard to the sale of alcohol to minors.

Objectives

Establish or enhance comprehensive community programs that deal with underage drinking, with a special emphasis on increasing law enforcement activity with regard to the sale of alcohol to minors.

Develop and implement a data collection strategy, in collaboration with an OJJDP national plan, to determine effectiveness of territorial efforts to combat underage drinking.

Encourage youth leadership and participation in planning and program activities.

Program Strategy

Initiating Community Programs

Comprehensive community programs will include task forces; current needs assessments and strategic plans; a special emphasis on increased enforcement efforts; review and improvement of policies, regulations, and laws; prevention and awareness efforts; and documentation of accomplishments and the process by which they were achieved.

Elements of a comprehensive program should include:

A **coordinator** who will, at minimum, be responsible for developing and maintaining a broad-based task force that will complete a needs assessment and strategic plan and for collecting local data to document program accomplishments.

Increased enforcement, based on territorial needs assessment, that will result in increased citations for licensed liquor establishment violations of sales to minors; increased youth

citation rates that demonstrate enforcement activity directed at the underage purchaser; added training and technical assistance for law enforcement; and new collaboration efforts with community members that raise public awareness and increase effectiveness of enforcement efforts.

Development of youth leadership and involvement that will result in their direct participation in the comprehensive program.

The **meeting of territorial needs** by developing and implementing a strategic plan that includes a needs assessment and the effective approaches that will meet those needs and result in decreased access to alcohol by minors.

The grantee will document changes in the way territories deal with the underage drinking issue (e.g., changes in policies, regulations, procedures, funding, or organizational structures) and the level of enforcement activities.

Products

Products will include but are not limited to:

Territorial strategic plan.

Final report that includes activities, their outcomes, and a self-sufficiency plan.

Eligibility Requirements

Only the agency that has been designated by the territorial chief executive as the lead for this program may apply. (A certification form must be included with the application.) At a minimum, the designated agency should coordinate and collaborate with the agency administering the Part B Formula Grants Program under the JJDP Act. Applicants must include letters from key leaders of the selected community(ies) that evidence their knowledge of the program and commitment to be an active participant in its development and implementation.

Selection Criteria

Applicants will be evaluated and rated by a peer review panel according to the criteria outlined below.

Problem(s) To Be Addressed (20 points)

Description of current underage drinking laws and relevant statutes, their degree of effectiveness, and identification of existing problems, including:

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- (a) Extent of underage use of alcoholic beverages.
 - (b) Extent of illegal sale or provision of alcoholic beverages to minors and associated penalties.
 - (c) Extent of criminal or health-related consequences of underage drinking, including motor vehicle crashes.
 - (d) Weaknesses in the laws, regulations, or policies.
 - (e) Lack of awareness or enforcement of the laws.
 - (f) Barriers to more effective enforcement.

The applicant must provide 1996 baseline data pertaining to youth under the age of 21, including at a minimum:

- (a) The number of licensed retail establishments, by type, that sell alcoholic beverages (i.e., bars/private clubs, package stores, grocery stores, convenience stores, other).
- (b) The number of licensed establishments cited for sales to youth, by type.
- (c) The number of underage youth cited for possession or consumption of alcoholic beverages.
- (d) The number of youth cited for possession or use of false identification.
- (e) The number of youth arrested for drinking and driving, including zero-tolerance violations.
- (f) The number of youth that died in alcohol-related motor vehicle crashes.

If retail establishments have been checked for compliance, provide the number of establishments checked, dates, and percentage found not in compliance. Territories receiving funding will be expected to update all of the above information on a yearly basis.

Goals and Objectives (15 points)

The application must establish goals and objectives for this program that are clearly defined, measurable, and attainable. These goals should directly relate to OJJDP's goals and objectives as stated above.

Project Design (30 points)

The applicant must indicate clearly the steps that will be taken to accomplish the goals of the project and clearly describe how the steps will lead to the project goals. The following must be included in the project design:

- (a) Description of minimum elements and activities planned, such as a coordinator, multiagency/nonprofit organizational task force (new or existing), strategic plan, justice system involvement, enforcement activities, youth involvement, server training, and prevention/awareness activities.
- (b) Description of data-gathering plans, including baseline statistics, environmental status (policies, procedures, regulations, etc.), and enforcement activities.
- (c) Description of how youth will be incorporated into decisionmaking and implementation activities.
- (d) Description of how innovation will be defined and encouraged.

Applicants must include a description of how the success of the program will be documented.

Applicants must include a timeline with the application. This time/task plan should indicate what, when, and by whom actions will be taken and products delivered to OJJDP (see section titled “Products”). Timely completion of territorial needs assessments and strategic plans will be critical in demonstrating results within the grant period. OJJDP regulations require a narrative progress report at least every 6 months (due in January and July). The January report must include updated baseline data items as delineated above. The timeline should include these reports as deliverables. Also, the applicant should include sufficient time for final products to be reviewed and revised.

Management and Organizational Capability (25 points)

Applicants must describe how the agency is structured and who will carry out the project design and how. Specifically, the application must indicate all principal individuals and their positions in the project management design, their time commitment, major tasks, and milestones.

Applicants must describe what territorial initiatives are under way or have recently been attempted to address underage drinking, including task force building and accomplishments, with a special emphasis on law enforcement strategies directed at enforcement of alcoholic beverage control laws.

Budget (10 points)

Applicants must provide a proposed budget that is complete, detailed, reasonable, allowable, and cost effective in relation to the activities to be undertaken. Up to *3 percent* of award funds may be utilized for planning and administrative costs. Budgets must include enforcement activities.

General Information for All Applicants

Format

The narrative must not exceed 30 pages (excluding forms, assurances, and appendixes) and must be submitted on 8 ½- by 11-inch paper, double spaced on one side of the paper in a 12-point font standard text.

Award Period

The project will be funded for 2 years.

Award Amount

Up to \$4,000,000 is available to successful applicants under this program. Nine to fifteen States will receive awards on a competitive basis. Each successful State applicant will receive up to \$400,000 to distribute to two to eight diverse sites. If selected, the District of Columbia will receive up to \$100,000. If selected, up to four territories will receive up to \$25,000 each.

Funds may not be used to supplant State, District of Columbia, or local funds that are being used to fund projects and activities designated for support under the Combating Underage Drinking Program.

Catalog of Federal Domestic Assistance (CFDA) Number

For this program, the CFDA number, which is required on Standard Form 424, Application for Federal Assistance, is 16.542. This form is included in OJJDP's *Application Kit*, which can be obtained by calling the Juvenile Justice Clearinghouse at 800-638-8736, or by sending an e-mail request to puborder@ncjrs.org. The *Application Kit* is also available online at www.ncjrs.org/ojjhome.htm. (See the Introduction for more contact information.)

Coordination of Federal Efforts

To encourage better coordination among Federal agencies in addressing State and local needs, the U.S. Department of Justice is requesting applicants to provide information on the following: (1) active Federal grant award(s) supporting this or related efforts, including awards from the U.S. Department of Justice; (2) any pending application(s) for Federal funds for this or related efforts; and (3) plans for coordinating any funds described in items (1) or (2) with the funding sought by this application. For each Federal award, applicants must include the program or project title, the Federal grantor agency, the amount of the award, and a brief description of its purpose.

"Related efforts" is defined for these purposes as one of the following:

Efforts for the same purpose (i.e., the proposed award would supplement, expand, complement, or continue activities funded with other Federal grants).

Another phase or component of the same program or project (e.g., to implement a planning effort funded by other Federal funds or to provide a substance abuse treatment or education component within a criminal justice project).

Services of some kind (e.g., technical assistance, research, or evaluation) to the program or project described in the application.

Delivery Instructions

All application packages should be mailed or delivered to the Office of Juvenile Justice and Delinquency Prevention, c/o Juvenile Justice Resource Center, 2277 Research Boulevard, Rockville, MD 20850, 301-519-5535. **NOTE:** *In the lower left-hand corner of the envelope, you must clearly write Combating Underage Drinking, SED."*

Due Date

Applicants are responsible for ensuring that the original and five copies of the application package are received by 5 p.m. ET on July 13, 1998.

Contact for All Eligible Applicants

For further information concerning this solicitation, call Sharon Cantelon, Program Manager, Special Emphasis Division, at 202-307-5914, or send an e-mail inquiry to sharie@ojp.usdoj.gov.

For further information concerning the training and technical assistance component of the Combating Underage Drinking Program, call Ellen Shields-Fletcher, Program Manager, Training and Technical Assistance Division, at 202-307-5940, or send an e-mail inquiry to shieldse@ojp.usdoj.gov.

For further information concerning funding to support establishment or expansion of the State and District of Columbia infrastructure to support the Combating Underage Drinking Program, call Greg Thompson, Program Manager, State Relations and Development Division, at 202-616-3663, or send an e-mail inquiry to thompson@ojp.usdoj.gov.

For further information concerning evaluation for the Combating Underage Drinking Program, call Charlotte Kerr, Assistant Director, Research and Program Development Division, at 202-307-5929, or send an e-mail inquiry to charlott@ojp.usdoj.gov.

References

Grant, B.F., and Dawson, D.A. 1997. Age at onset of alcohol use and its association with DSM-IV alcohol abuse and dependence: Results from the national longitudinal alcohol epidemiologic survey. *Journal of Substance Abuse*. Bethesda, MD: National Institute On Alcohol Abuse and Alcoholism.

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Appendix

A logic model depicting the program components of a successful comprehensive community program to address the sale of alcoholic beverages to minors and consumption of alcoholic beverages by minors.

Evaluation of the Combating Underage Drinking Program

Purpose

To document and examine the processes used by communities to establish comprehensive approaches to eliminate underage drinking and to examine the effectiveness of those approaches.

Background

Although the National Minimum Drinking Age Act of 1984 requires all States, as a condition for continuing to receive Federal highway construction funds, to raise their minimum age required for purchase and public possession of alcohol to 21, it does not prohibit persons under 21 from drinking. Some States have passed their own statutes in this area that prohibit sales to minors; purchase, possession, and consumption by minors; and misrepresentation of age by minors. Yet underage drinking continues to be a problem. It affects not just youth but people of all ages who are put at risk of injury by underage drinkers on a daily basis. Underage alcohol consumption has also been shown to play a part in teen rapes, murders, suicides, and thefts. Further, alcohol consumption plays a role in academic failure in both high school and college. It has repeatedly been shown that delaying the age of alcohol consumption will improve the chances that young people will be safe, healthy, and law abiding.

Through the Appropriations Act of 1998 for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1998 (Public Law No. 105-119, November 26, 1997), funds were appropriated to OJJDP to support and enhance efforts by States, in cooperation with local jurisdictions, to prohibit the sale of alcoholic beverages to, and the consumption of alcoholic beverages by, minors (individuals under 21 years of age). The sum of \$360,000 is available to each State and the District of Columbia to address underage drinking. A portion of an additional \$5 million in discretionary funds will be available to States, the District of Columbia, territories, and Native-American/Alaska-Native communities through a separate application process.

Goals

There are two major goals of this evaluation: (1) determine how States and communities are using the combating underage drinking funds (the Combating Underage Drinking Comprehensive Program Discretionary Grants and the Combating Underage Drinking Program State Grants) and (2) evaluate the impact of the first 2 years of this program in a sample of communities. The evaluation should address the following process and impact questions:

Goals Addressing Process

1. How are the funds being spent by States and communities? What was the money spent on? Was the spending consistent with the purposes and intent of the legislation?
2. How are States and communities supplementing other existing programs with this program?
3. How have the State task forces involved State and local law enforcement, alcohol regulatory agencies, and prosecutorial agencies in targeting licensed establishments suspected of repeated violations of State laws governing the sale and consumption of alcohol by minors (individuals younger than 21 years of age)?
4. How have communities used public advertising/public awareness campaigns to educate establishments and parents about statutory prohibitions and sanctions for providing alcoholic beverages to minors?
5. How have communities used public advertising/public awareness campaigns to educate youth, parents, and the public about the effects of underage drinking?
6. What innovative programs have been implemented to prevent underage drinking?
7. How have communities involved youth in their comprehensive programs?
8. Were the communities able to document any increases in enforcement activities or reductions in the levels or consequences of underage drinking?

Goals Addressing Impact

9. What impact have these efforts had on the problem of underage drinking in communities receiving funding?
10. Has the number of licensed establishments receiving law enforcement and regulatory attention increased?

Objectives

The objectives of this evaluation are:

Process Objectives

1. To describe and analyze the cross-site differences in the key organizational activities and processes involved in planning the combating underage drinking program.

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2. To describe and analyze the cross-site differences in the key organizational activities and processes involved in implementing the combating underage drinking program.
 3. To describe and analyze the cross-site differences in the prevention activities used by the communities including media advertising, innovative programs, and programs directed at youth involvement.
 4. To describe and analyze the cross-site differences in the ways in which law enforcement got involved in and became part of the coalitions, including any difficulties law enforcement experienced in participating in these coalitions.
 5. To determine how the States and communities are planning to continue the comprehensive underage drinking program developed under this initiative.
 6. To document how policies, regulations, and system responses have changed during the implementation of the initiative.

Impact Objectives

1. To determine in communities receiving funding under the Combating Underage Drinking Comprehensive Program Discretionary Grants how the level and consequences of underage drinking changed during the program.
2. To determine how the perceptions of youth about underage drinking changed during the program.
3. To determine if there has been an increase in enforcement activity aimed at underage drinking (e.g., increased citations of licensed establishments for sales of alcohol to youth).
4. To assess the capabilities of State data collection systems to systematically collect impact information on underage drinking.

Program Strategy

Applicants must provide a clear discussion of how the process and impact evaluation goals and objectives will be achieved. The grantee will be responsible for developing a sampling plan for States and communities, developing data collection instruments, designing and utilizing site visit protocols, and conducting cross-site analyses that will address the goals and objectives listed above.

Products

Proposals should contain a description of all products to be derived from the project. At a minimum, the grantee should provide an interim report at the end of the first year that includes an

analysis of the baseline data, and a final report that includes a detailed accounting of the process with an overall cross-site process analysis, an analysis of the factors that most affected the communities' approaches to underage drinking, and detailed analysis of the impact of the program for the sample sites. An OJJDP Bulletin may also be requested.

Eligibility Requirements

OJJDP invites applications from public and private agencies, organizations, institutions, and individuals. Private, for-profit organizations must agree to waive any profit or fee. Joint applications from two or more eligible applicants are welcome; however, one applicant must be clearly indicated as the primary applicant (for correspondence, award, and management purposes) and the others indicated as coapplicants.

Selection Criteria

Problem(s) To Be Addressed (15 points)

In this section, applicants should indicate an understanding of the problem the program is addressing and the relevance of this work to combating underage drinking.

Goals and Objectives (15 points)

Applicants must establish goals and objectives for the proposed evaluation that are clearly defined, measurable, and attainable.

Project Design (40 points)

Applicants must present a clear preliminary research design for conducting the analysis. The design may need to be revised once more information is obtained about specific approaches to be implemented by state and local communities. The research design should also include a workplan. All components of the research design should be sound, feasible, and capable of achieving the identified objectives. Issues to be addressed should be clearly defined.

Management and Organizational Capabilities (20 points)

Applicants should discuss how they will coordinate and manage this evaluation to achieve the objectives. Applicants' management structure and staffing must be adequate and appropriate for the successful implementation of the project. Applicants must clearly identify responsible individuals, their time commitment, and major tasks. Staff résumés should be attached as part of the appendixes. Applicants must demonstrate the organization's ability to conduct the project successfully. Description of prior experience in evaluating State and local programs should be provided.

Budget (10 points)

Applicants must provide a proposed budget that is complete, detailed, reasonable, allowable, and cost effective in relation to the activities to be undertaken.

Format

Applicants are required to limit their proposals to a total of 40 pages (excluding the budget narrative). The page limit does not include the application forms, assurances, or appendixes. The appendixes must include the following: résumés of the project manager and other key staff and the timeline for the project's major milestones with dates for submission included.

The narrative portion of this application must be submitted on 8½- by 11-inch paper, double spaced on one side of the paper in a standard 12-point font. This is necessary to maintain a fair and uniform standard among all applicants. If the narrative does not conform to these standards, OJJDP will deem the application ineligible for consideration.

Award Period

This project will be funded for a 2-year budget and project period.

Award Amount

The award amount for the 2-year project period will be up to \$500,000.

Catalog of Federal Domestic Assistance (CFDA) Number

For this program, the CFDA number, which is required on Standard Form 424, Application for Federal Assistance, is 16.727. This form is included in OJJDP's *Application Kit*, which can be obtained by calling the Juvenile Justice Clearinghouse at 800-638-8736 or sending an e-mail request to puborder@ncjrs.org under the Grants and Funding section. The *Application Kit* is also available online at www.ncjrs.org/ojjhome.htm. (See the Introduction for more contact information.)

Coordination of Federal Efforts

To encourage better coordination among Federal agencies in addressing State and local needs, the U.S. Department of Justice is requesting applicants to provide information on the following: (1) active Federal grant award(s) supporting this or related efforts, including awards from the U.S. Department of Justice; (2) any pending application(s) for Federal funds for this or related efforts; and (3) plans for coordinating any funds described in items (1) or (2) with the funding sought by

this application. For each Federal award, applicants must include the program or project title, the Federal grantor agency, the amount of the award, and a brief description of its purpose.

“Related efforts” is defined for these purposes as one of the following:

Efforts for the same purpose (i.e., the proposed award would supplement, expand, complement, or continue activities funded with other Federal grants).

Another phase or component of the same program or project (e.g., to implement a planning effort funded by other Federal funds or to provide a substance abuse treatment or education component within a criminal justice project).

Services of some kind (e.g., technical assistance, research, or evaluation) to the program or project described in the application.

Delivery Instructions

All application packages should be mailed or delivered to the Office of Juvenile Justice and Delinquency Prevention, c/o Juvenile Justice Resource Center, 2277 Research Boulevard, Mail Stop 2K, Rockville, MD 20850; 301-519-5535. Note: *In the lower left-hand corner of the envelope, the applicant must clearly write Evaluation of the Combating Underage Drinking Program.*

Due Date

Applicants are responsible for ensuring that the original and five copies of the application package are received by 5 p.m. ET on July 13, 1998.

Contact

For further information, call Charlotte Kerr, Assistant Director, Research and Program Development Division, 202-307-5929, or send an e-mail inquiry to charlott@ojp.usdoj.gov.

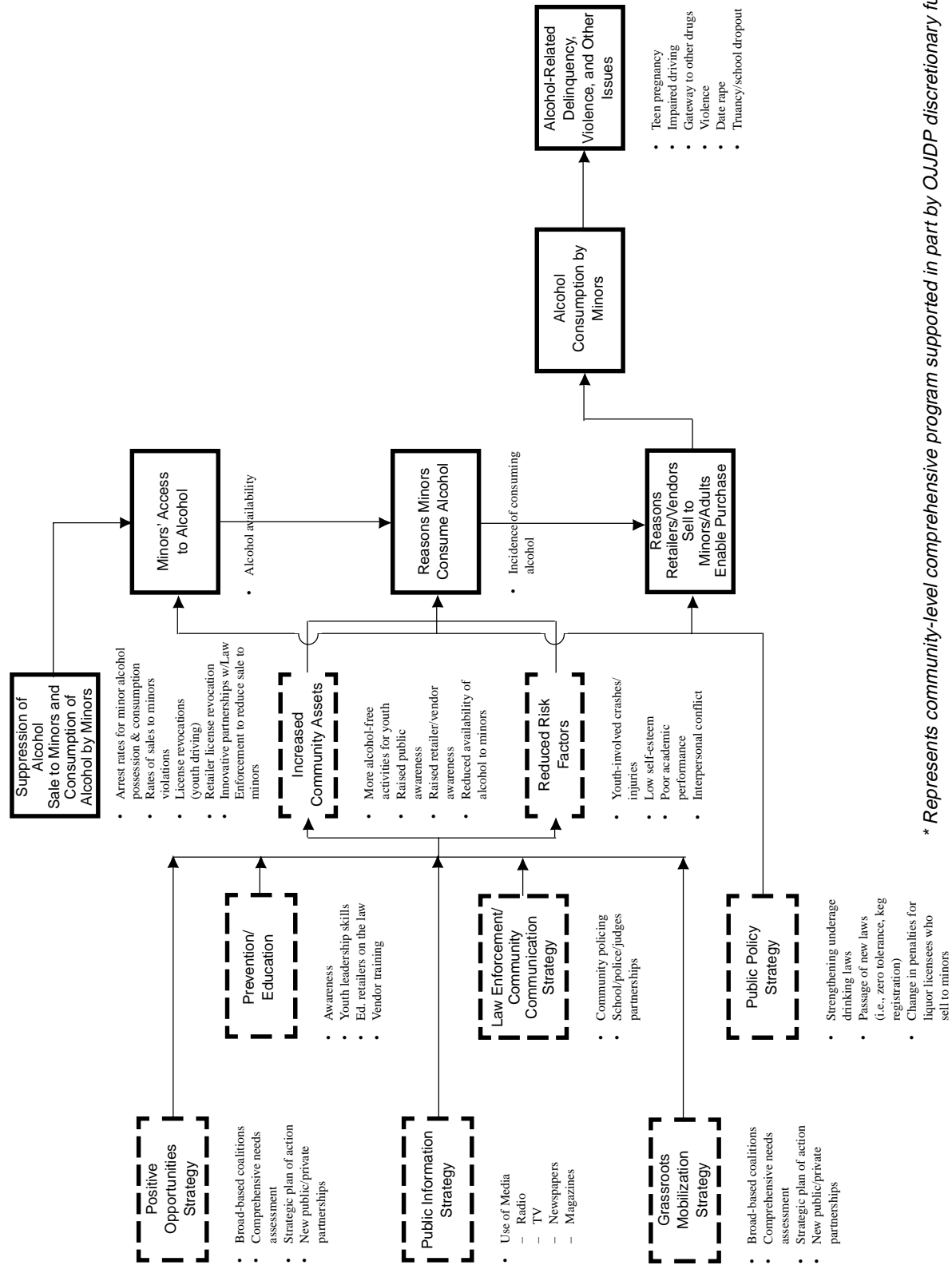
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U.S. Department of Justice, May 1998. *Combating Underage Drinking Comprehensive Program Discretionary Grants, FY 1998*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

Illustrative Alcohol Sale to Minors & Underage Drinking Framework*



* Represents community-level comprehensive program supported in part by OJUDP discretionary funding.

Publications From OJJDP

OJJDP produces a variety of publications that range from Fact Sheets and Bulletins to Summaries, Reports, and the *Juvenile Justice* journal along with videotapes, including broadcasts from the juvenile justice telecommunications initiative. The documents and videotapes are available through a variety of means, including hard copy and online through OJJDP's Web site and the Juvenile Justice Clearinghouse (JJC). Fact Sheets and Bulletins are also available through Fax-on-Demand. To ensure timely notice of new publications, subscribe to JUVJUST, OJJDP's electronic mailing list. Contact information for the OJJDP Web site, JJC, and instructions for subscribing to JUVJUST are noted below. In addition, JJC, through the National Criminal Justice Reference Service (NCJRS), is the repository for tens of thousands of criminal and juvenile justice publications and resources from around the world. They are abstracted and made available through a data base, which is searchable online (www.ncjrs.org/database.htm). You are also welcome to submit materials to JJC for inclusion in the data base.

The following list highlights popular and recently published OJJDP documents and videotapes, grouped by topical area.

Corrections and Detention

Beyond the Walls: Improving Conditions of Confinement for Youth in Custody. 1998, NCJ 164727 (116 pp.).

Boot Camps for Juvenile Offenders. 1997, NCJ 164258 (42 pp.).

Conditions of Confinement Teleconference (Video). 1993, NCJ 147531 (90 min.), \$14.00.

Effective Programs for Serious, Violent and Chronic Juvenile Offenders Teleconference (Video). 1996, NCJ 160947 (120 min.), \$17.00.

Juvenile Arrests 1996. 1997, NCJ 167578 (12 pp.).

Juvenile Boot Camps Teleconference (Video). 1996, NCJ 160949 (120 min.), \$17.00.

Courts

Has the Juvenile Court Outlived Its Usefulness? Teleconference (Video). 1996, NCJ 163929 (120 min.), \$17.00.

Offenders in Juvenile Court, 1995. 1997, NCJ 167885 (12 pp.).

RESTTA National Directory of Restitution and Community Service Programs. 1998, NCJ 166365 (500 pp.), \$33.50.

Delinquency Prevention

1996 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs. 1997, NCJ 165694 (100 pp.).

Allegheny County, PA: Mobilizing To Reduce Juvenile Crime. 1997, NCJ 165693 (12 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Report). 1996, NCJ 157106 (200 pp.).

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (Summary). 1996, NCJ 157105 (36 pp.).

Communities Working Together Teleconference (Video). 1996, NCJ 160946 (120 min.), \$17.00.

Keeping Young People in School: Community Programs That Work. 1997, NCJ 162783 (12 pp.).

Mentoring—A Proven Delinquency Prevention Strategy. 1997, NCJ 164834 (8 pp.).

Mentoring for Youth in Schools and Communities Teleconference (Video). 1997, NCJ 166376 (120 min.), \$17.00.

Mobilizing Communities To Prevent Juvenile Crime. 1997, NCJ 165928 (8 pp.).

Reaching Out to Youth Out of the Education Mainstream. 1997, NCJ 163920 (12 pp.).

Serious and Violent Juvenile Offenders. 1998, NCJ 170027 (8 pp.).

Treating Serious Anti-Social Behavior in Youth: The MST Approach. 1997, NCJ 165151 (8 pp.).

Youth Out of the Education Mainstream Teleconference (Video). 1996, NCJ 163386 (120 min.), \$17.00.

Youth-Oriented Community Policing Teleconference (Video). 1996, NCJ 160947 (120 min.), \$17.00.

Gangs

1995 National Youth Gang Survey. 1997, NCJ 164728 (41 pp.).

Gang Members and Delinquent Behavior. 1997, NCJ 165154 (6 pp.).

Youth Gangs in America Teleconference (Video). 1997, NCJ 164937 (120 min.), \$17.00.

General Juvenile Justice

Comprehensive Juvenile Justice in State Legislatures Teleconference (Video). 1998, NCJ 169593 (120 min.), \$17.00.

Guidelines for the Screening of Persons Working With Children, the Elderly, and Individuals With Disabilities in Need of Support. 1998, NCJ 167248 (52 pp.).

Juvenile Justice, Volume III, Number 2. 1997, NCJ 165925 (32 pp.).

Juvenile Justice, Volume IV, Number 2. 1997, NCJ 166823 (28 pp.).

Juvenile Justice, Volume V, Number 1. 1998, NCJ 170025 (32 pp.).

Juvenile Justice Reform Initiatives in the States 1994–1996. 1997, NCJ 165697 (81 pp.).

A Juvenile Justice System for the 21st Century. 1998, NCJ 169726 (8 pp.).

Juvenile Offenders and Victims: 1997 Update on Violence. 1997, NCJ 165703 (32 pp.).

Juvenile Offenders and Victims: A National Report. 1995, NCJ 153569 (188 pp.).

Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Justice Programs. 1997, NCJ 163705 (52 pp.).

Missing and Exploited Children

Court Appointed Special Advocates: A Voice for Abused and Neglected Children in Court. 1997, NCJ 164512 (4 pp.).

Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies. 1997, NCJ 168962 (156 pp.).

In the Wake of Childhood Maltreatment. 1997, NCJ 165257 (16 pp.).

Portable Guides to Investigating Child Abuse: An Overview. 1997, NCJ 165153 (8 pp.).

When Your Child Is Missing: A Family Survival Guide. 1998, NCJ 170022 (96 pp.).

Status Offenders

Curfew: An Answer to Juvenile Delinquency and Victimization? 1996, NCJ 159533 (12 pp.).

Truancy: First Step to a Lifetime of Problems. 1996, NCJ 161958 (8 pp.).

Substance Abuse

Beyond the Bench: How Judges Can Help Reduce Juvenile DUI and Alcohol and Other Drug

Violations (Video and discussion guide). 1996, NCJ 162357 (16 min.), \$17.00.

Capacity Building for Juvenile Substance Abuse Treatment. 1997, NCJ 167251 (12 pp.).

Drug Identification and Testing in the Juvenile Justice System. 1998, NCJ 167889 (92 pp.).

Juvenile Offenders and Drug Treatment: Promising Approaches Teleconference (Video). 1997, NCJ 168617 (120 min.), \$17.00.

Preventing Drug Abuse Among Youth Teleconference (Video). 1997, NCJ 165583 (120 min.), \$17.00.

Violence and Victimization

Child Development—Community Policing: Partnership in a Climate of Violence. 1997, NCJ 164380 (8 pp.).

Combating Fear and Restoring Safety in Schools. 1998, NCJ 167888 (16 pp.).

Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings. 1996, NCJ 160935 (134 pp.).

Conflict Resolution for Youth Teleconference (Video). 1996, NCJ 161416 (150 min.), \$17.00.

Developmental Pathways in Boys' Disruptive and Delinquent Behavior. 1997, NCJ 165692 (20 pp.).

Epidemiology of Serious Violence. 1997, NCJ 165152 (12 pp.).

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. 1995, NCJ 153571 (6 pp.).

Reducing Youth Gun Violence Teleconference (Video). 1996, NCJ 162421 (120 min.), \$17.00.

Youth in Action

Planning a Successful Crime Prevention Project. 1998, NCJ 170024 (28 pp.).

The *Office of Juvenile Justice and Delinquency Prevention Brochure* (1996, NCJ 144527 (23 pp.)) offers more information about the agency.

The *OJJDP Publications List* (BC000115) offers a complete list of OJJDP publications and is also available online.

Through OJJDP's Clearinghouse, these publications and other information and resources are as close as your phone, fax, computer, or mailbox.

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type *subscribe juvjust your name*

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